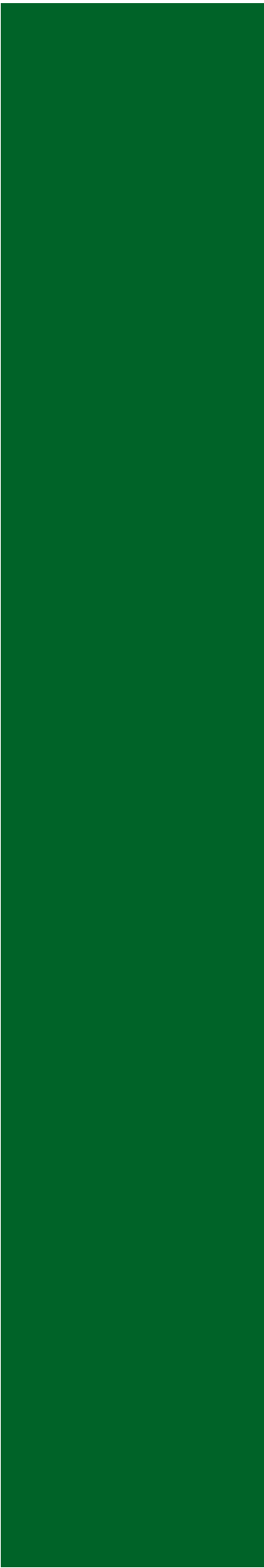


LEGISLATIVE ROADMAP

A Guide for Civil Society Organizations in Tanzania



Part Two: Civil Society and the Law Making Process



This first edition was developed
by
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1. INTRODUCTION

Civil Society participation in the governance of the country is a basic right guaranteed by the Constitution of the United Republic of Tanzania. This right is also entrenched in different laws and policies of the country.

Therefore, there are various opportunities and processes by which civil societies and citizens may participate in the governance of their country. This Guide has been produced by the Lawyers' Environmental Action Team (LEAT) on behalf of Pact Tanzania.

The production of this guide has been a participatory process with representatives of the civil society in Tanzania having been fully involved. This Guide explains how civil society organization can participate in lobbying for change in the law and budget making processes. It also discusses how the media can play an important advocacy role. This Guide takes the reader step by step in the law and budget making processes and explains ways of communicating with leaders. It also defines the role of the media in civil societies' work.

While civil society is the primary target user of the guide, it is expected that the guide will be used by institutions that interact with laws and policies at various levels. It is made in a simple language and pictures for visual impact to make it comprehensible and user friendly.

This part represents the second part of the Guide, part one addresses Policy, Law and Governance issues.

We encourage you to copy all or part of this guide and to share it with others. This guide is **NOT FOR SALE**.

2. PUBLIC PARTICIPATION

Public participation forms the basis of representative democracy and good governance. This means that every citizen has the right to take part in deciding how the country should be governed. It entails the constitutional right to be involved in the making and implementation of laws and policies that affect their lives. Public participation can be direct or indirect; directly through public forums and indirectly through the elected representatives in Parliament or Local Government.

As well, direct participation of civil society in matters of governance is realized when citizens themselves contest for and take up leadership positions through free and fair elections. The indirect participation of civil society in public affairs can be realized when citizens vote their leaders into office. Those elected then represent citizens in the law and budget making processes.



Every citizen has the right to take part in deciding how the country should be governed.

Participation of civil society organizations in public decision making processes is a constitutional right.

Law as a Tool for Civil Society Participation

Civil society is an important player in public participation. The highest law of the country, the Constitution, provides that every person has the freedom to associate and to form or join associations or organizations. This means that participation of civil society organizations in public affairs is a constitutional right. It is, therefore, protected by the Constitution.

How Civil Society Participates in the Development of Laws and Policies

Civil society organizations can participate in the development of laws and policies by doing the following:

- Providing civic education to citizens in various matters such as human rights and citizens' duties;
- Lobbying decision makers at all levels to influence decisions on law and budget;
- Putting pressure on the government to change unpopular laws;
- Carrying out research on legal and budgetary process and other issues of great public interest, and
- Securing citizen's rights through court actions.

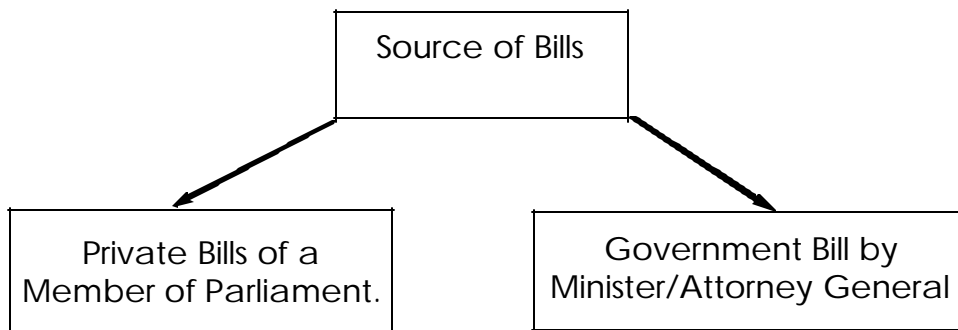


3. SOURCES OF BILLS

Bills are draft laws that are proposed to Parliament for adoption. They may still be made from public policy. However, where there is no public policy a Bill may still be made. Bills may also be developed from recommendations of the Law Reform Commission, civil society organizations, and Government agencies or from directives of the President or the Cabinet.

A Member of Parliament, through a private motion, may take a Bill to Parliament. Also a minister or the Attorney General may take a Bill to Parliament. This means there can only be two sources of Bills; those introduced through a private motion and those introduced by the Executive branch of the Government through a minister or the Attorney General.

The diagram below illustrates this:



4. THE LAW MAKING PROCESS

There are two levels in the law making-process. The first level contains principal legislation while the second level is subsidiary legislation.

There are two types of laws. The first level contains principal laws and the second is subsidiary laws. Principal laws are those made by Parliament. Subsidiary laws are those made by a person or authority permitted by the principal law. Below is a summary of the process to be followed in making law in Parliament:

Stage 1: Publication and First Reading

Publication

The Chief Parliamentary Draftsman drafts the Bill in consultation with the concerned ministry (the ministry proposes the bill). The Bill is then published in the official gazette within 21 days before submission to Parliament for first reading. In case of emergency, the President may sign a certificate removing the requirement of publication of a bill. Government and Private Bills have to be published in the Government Gazette before they are discussed in Parliament. The publication has to be made at least twice in an interval of at least seven days, between the first and second publication.



In case of emergency, the President may sign a certificate removing the requirement of publication of a bill.

First Reading

Once the Bill has been published in the Gazette, the Clerk of National Assembly must list it for First Reading in Parliament. At the First Reading, the National Assembly or the minister/Attorney General who brought the Bill to Parliament will introduce it.

The Bill is not discussed at the First Reading. The Chairperson of the standing committee will direct the relevant Parliamentary committee to review the Bill. The Speaker may also direct a Bill to a Committee even before its First Reading.

At this stage, members of the public are invited to give their views on the Bill to the Committee. However, at this stage, the Committees can not make any changes to the proposed Bill.

Stage 2: Parliamentary Select Committee and Second Reading Parliamentary Standing Committee

A Bill is read before Parliament for the second time when the relevant Committee has discussed it. After the minister or Member of Parliament has moved a motion to discuss the Bill, the Chairperson of the Standing Committee will present the Committee's findings on the Bill. If it is a Government Bill, the Head of the Opposition Party in Parliament will then be given a chance to present the Opposition Party's position on the Bill. If it is a Private Bill, a similar opportunity is given to the Government spokesperson in Parliament.

At this stage, the respective minister or Member of Parliament may put in necessary changes, taking into account views and comments.

Stage 3: Parliament as a Committee

This is the stage the Parliament meets as a Committee to discuss and eventually amend and adopt the Bill. The minister or the Member of Parliament who introduced the Bill, requests Parliament to adopt the Bill. The Committee goes through the Bill section by section before it is adopted.

Stage 4: Presentation and Approval in Parliament

Third Reading

Where the Bill is proposing for Constitutional Amendments, it has to be read for a third time. In this case, Members of Parliament would vote for or against the amendment. Each Member would be called out loudly by the speaker and asked whether or not he/she supports the Bill.

*After the third
reading the Bill
can be adopt-
ed by
Members of
Parliament*

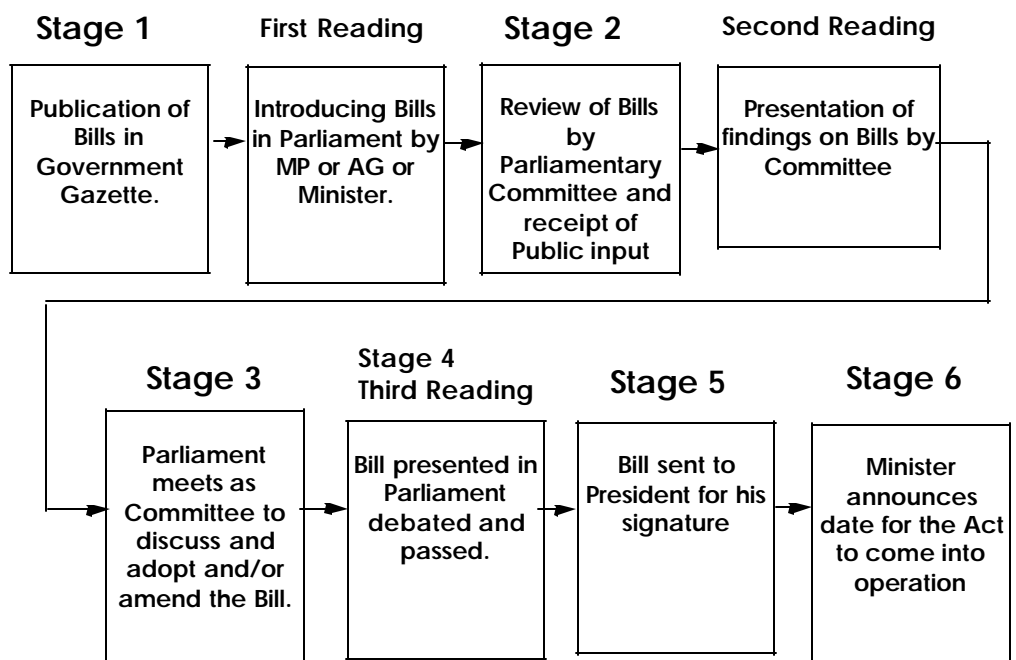
Stage 5: Presidential Signature or Other Directives

After the second or third Reading, the Bill would be adopted by Parliament and copies will be published in the Government Gazette. Thereafter, the Speaker will send a copy of the Bill to the President for assent (signature) or for any other directive/s on the Bill that the President may wish to give to Parliament.

The President must sign a Bill for it to become law. The President may, however, refuse to sign a Bill. The President must give reasons for rejecting a Bill. Where the President refuses to sign, the Bill will have to be returned to Parliament. At this stage and upon refusal, the Bill is taken to Parliament for the second time. If two-third (2/3) of the Members of Parliament insist on passing the same Bill into law after the President has rejected it, the President has only two options: To sign the Bill or dissolve Parliament.

Stages of the Law Making Process

Stages of the law making process can be summarized as follows:



The power to enact subsidiary legislation must be exercised according to the Principal Legislation, or else it is bad law.

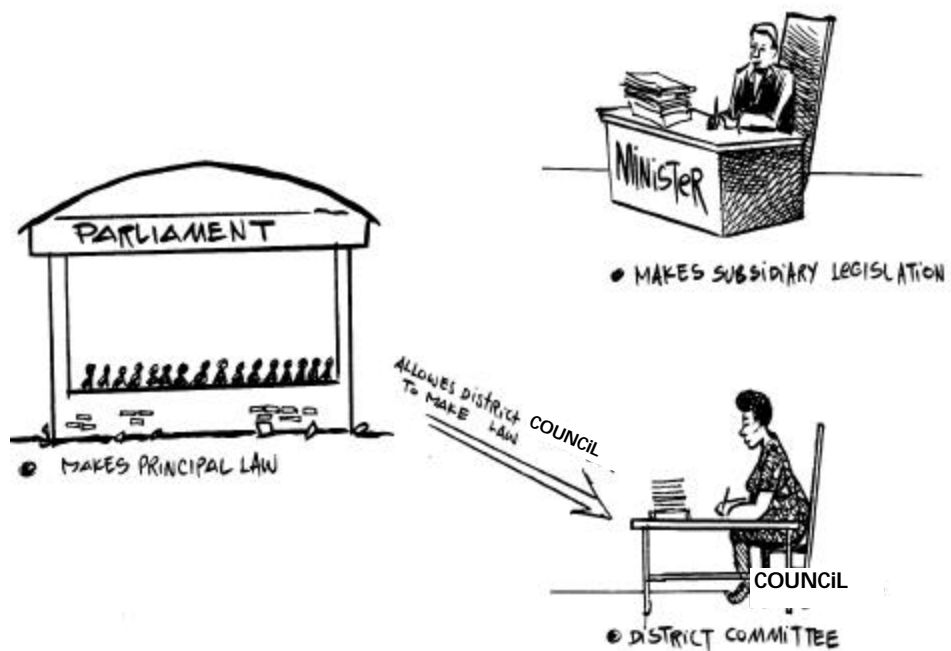
Making Subsidiary Legislation

The power to enact subsidiary legislation must be exercised according to the Principal Legislation, to be good law. There is no specific process for making subsidiary laws. It is the principle legislation that mandates the making of subsidiary legislation by the relevant authority, for example; local government, village council, Government Department e.t.c. Usually a Government Department concerned would make a draft law. They would send it to the Attorney General's office to be put in a legal format.

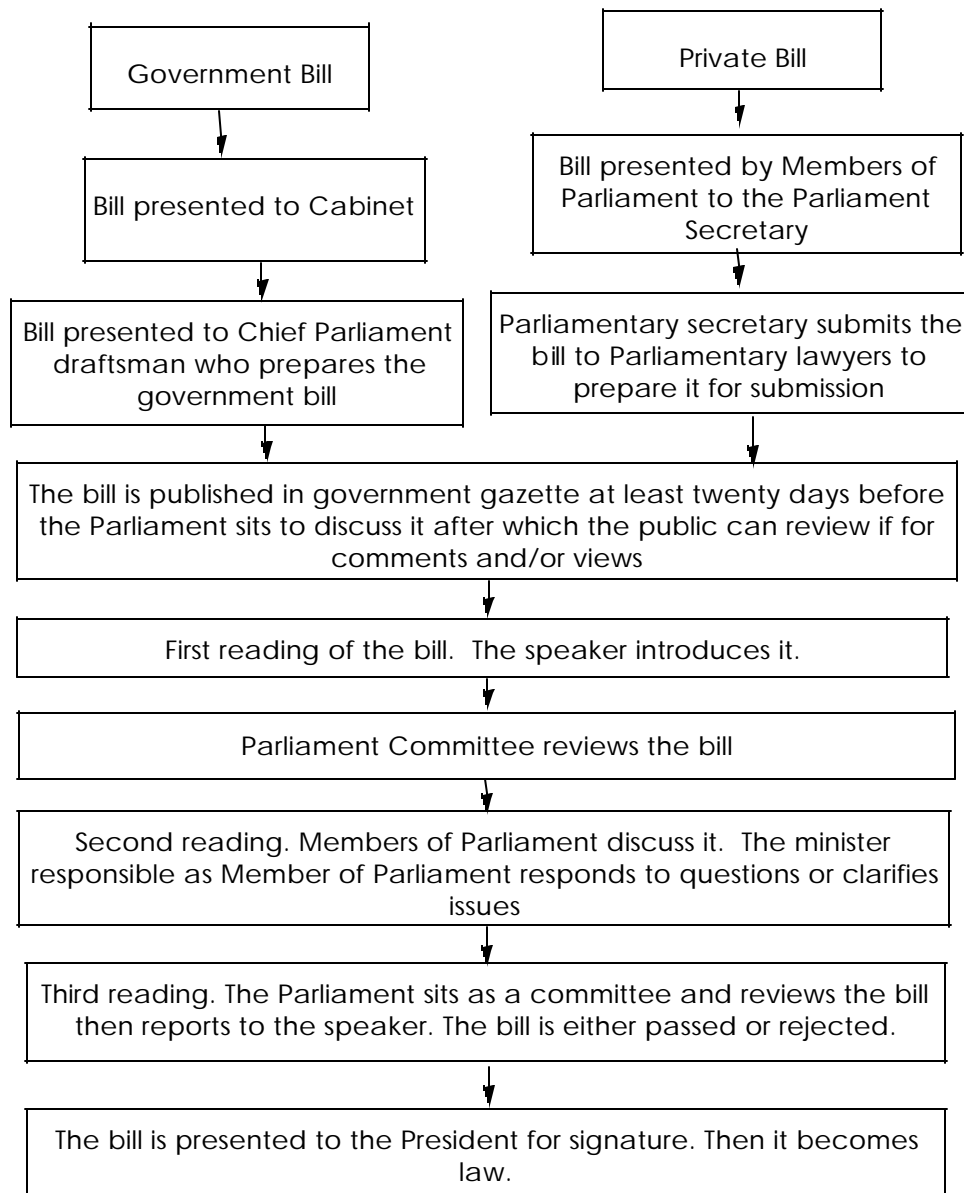


There is no specific process for making subsidiary legislation. It is a Government Department that will make a draft law.

Subsidiary law must be put in the Government Gazette for people to comment on. Sometimes the principal law that gives power to a person or body to make the subsidiary law provides that the subsidiary law must be presented to Parliament for approval. Otherwise the person or authority given power to make the subsidiary law has to sign it.



The law making process can be summarized as follows:



Implementation of a New Law

A Principal Law is put into practice and becomes law after the President signs the Bill, and upon being published in the Gazette. Sometimes the Principal Law provides that it comes into operation as a law at a date the Minister responsible decides.

5. THE ROLE OF MEDIA AND CIVIL SOCIETY IN LAW MAKING AND ADVOCACY

ROLE OF MEDIA

What is The Media?

The media encompasses the process of collecting and publicizing information through newspapers, radio, television or other means to the community by creating awareness and public knowledge on issues, problems, challenges and opportunities. Most democratic countries respect independence of the media and, thus, accept its watchdog role.

The media can create transparency at three levels; Government, Private Sector and the Public.



It is important to have laws that safeguard the freedom of press.

The press can be used as a tool for holding the Government and citizens accountable for their actions. It acts as a mirror for the community by bringing to public knowledge issues, problems, challenges and opportunities within the respective community. In order for the press to effectively inform people, it has to be free (freedom of the press) to voice concerns and issues without fearing any political or social structures and repercussions.

Freedom of the Press

Freedom of the press means that the media is not controlled by anyone. Where there is freedom of the press, information can reach people without editors being scared of anything. A free press brings about public accountability and transparency in both the public and private sector.

Boundaries of Freedom of Press

Most undemocratic Governments fear the press. This fear is usually caused by ignorance on the role of the press in development. It is important to have laws in place to guarantee freedom of the press in order to promote sustainable development. In Tanzania, the Constitution guarantees this freedom.

Law Making and Advocacy

One way of ensuring that the majority of the people are aware of the law and budget making processes is for the press to inform and educate them.



What is the Role of the Press in Advocacy?

- Informs the public and government about the issues and problems in the communities that need law reforms;
- Initiates public debate on the need for a certain law and thus mobilizes groups in support of the rule of law;
- Empowers citizens through access to information;
- Stimulates public and private discussions on the law reform process and other developments in the country, and
- Suggests alternatives.

The Press and Advocacy

The press in collaboration with the Government, private sector and the public has a crucial role of advocating for positive change in the country. Some of the strategies that could be used by the media in advocacy are:

- Launching of a national public awareness campaign on legal reform (this usually involves weekly radio and television programs, giving out leaflets and writing in local newspapers);
- To disseminate information on government efforts in development;
- Exposing problems in the current laws, and
- Having regular columns and supplements suggesting legal reforms.

6. THE ROLE OF CIVIL SOCIETY

What is civil society?

Civil society refers to associations/groups of individuals/individual citizens who represent different sectors of the society in exclusion of and independent from the Government's control. Civil society includes CBOs, local and international NGOs, academic institutions, workers unions, private sector, religious groups, etc.

Civil society organizations can play a big role in the development of new laws. They can do this at the stage when Parliamentary Committees are discussing the Bills. Parliamentary Committees can facilitate public hearing to enable members of the public to give their views on a Bill.



Civil society has constitutional powers to raise issues to be considered for adoption as law. Civil society can effectively do this if it involves a broader sector of the community through public debates, seminars, public meetings and awareness raising about the issues and the proposed laws.

Civil society can even propose a Bill for general discussion and later on lobby with the Government to consider the Bill as a Government Bill.

Also civil society organizations can lobby individual Members of Parliament (MP) or ministers or Parliamentary Committees that deal with specific matters, such as environment, women and children's welfare, budget, governance and education, convince and hold strategic meetings with them with the aim of pressurizing the acceptance of the proposals that address public concerns.



7. DEMOCRACY

What is Democracy?

Democracy is a socio-political process where the views of the majority are taken into account in making political, social and economic decisions. It entails the responsibility of leaders to listen to their electorate and the right of the people to decide on all matters affecting their lives through active participation in the political process and holding their Government accountable where it has acted against their will. The decisions in a democracy are made through a participatory and transparent process and in accordance with the Constitution.

Voting is central to democracy



The Major Elements of Democracy

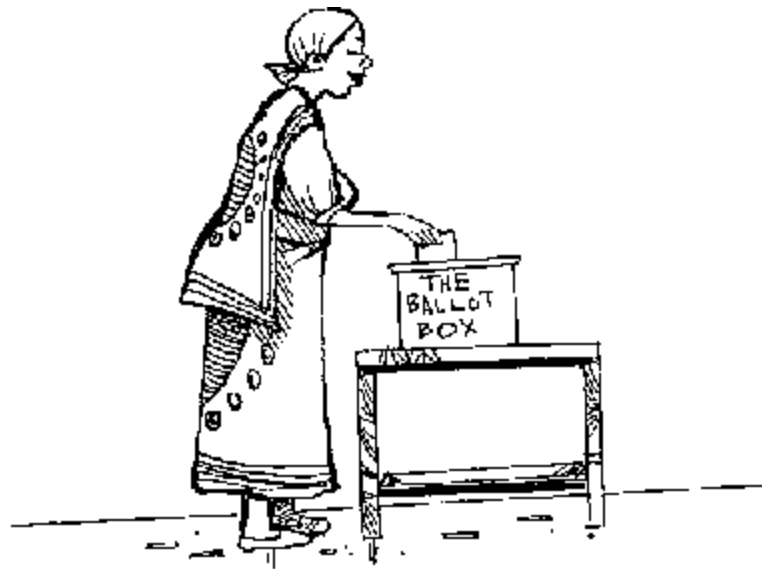
(a) Right to Vote

Voting is central to democracy. It gives every citizen who is 18 years old or above the right to elect a representative. This is the only chance that a citizen gets to decide who would represent him or her in Parliament. Therefore, if you refuse to take the opportunity to vote you are denying yourself the right to choose your leader.

A weak Parliament will leave evils committed by the Executive remain unquestioned.

To guarantee all citizens the right to vote, the following must be taken into account:

- Polling stations should be accessible and there should be privacy when voting;
- There should be no coercion during elections;
- Everything should be available during the voting day (For example Ballot boxes, papers, unerasable ink, pens etc.);
- Where citizens feel that there was something unfair in the electoral process, they have the right to demand for free and fair elections. This can be done through peaceful demonstrations, strikes or by taking the matter to court.



• FREE AND FAIR ELECTIONS ARE CENTRAL TO DEMOCRACY

(b) An Accessible and Effective Parliament

An accessible Parliament and MPs with the power to scrutinize legislation and to hold Ministers accountable is important in a democratic country. A weak Parliament will leave evils committed by the Executive unquestioned.

(c) Good Governance

Good governance entails governing by listening to the views of the majority of the people. This means that people are able to elect and remove representatives who do not perform. The Constitution can only be of value if people feel they own it and if other branches of Government are fair and open to all citizens. Good governance also involves a society that is free from corrupt practices. Social services should be available without the need to give bribes.

(d) Respect for Human Rights

The rights of every citizen must be respected. Everyone must be treated fairly according to the guarantees of the rights provided for in the Constitution. For example, no one should be sent to prison without being taken to court first.

(e) Transparent and Accountable Government

Citizens have the right to know about the decisions that the Government takes regarding their well being. This includes the programs it implements; its development plans and budget. Information on these should at all times be free and available to all.

(f) Decentralization of Power

In order for communities to effectively participate in the governance process, power to make decisions has to be given to those who are affected. Establishing political structures at the local levels can achieve this. These structures would work closely with local communities to make and implement decisions on development plans such as health and education.

(g) Political Tolerance

Political tolerance means accepting different political views, including those that criticize. The presence of many political parties requires this. Individuals belonging to different political parties should be able to criticize each other with the aim of developing the country.

Social services should be available without the need to give bribes.

Citizens have the right to know about the decisions that their Government is making regarding their welfare.

Political tolerance means accepting different political views including those that criticize.



Democracy also means having a judiciary that is not controlled by the Government.

(h) Independent Judiciary and Respect to Rule of Law

Democracy includes having a judiciary that is not controlled by the Government. In a democratic country, Judges and Magistrates should be able to make decisions without favor. Every citizen must be treated equally in accordance with the Constitution. According to the Constitution, no one is above the law, even the President.

8. GENDER ISSUES IN THE MAKING OF LAND LAW: SUCCESS STORY

The Tanzanian Women Lawyers Association (a civic society organization made up of female lawyers) together with other gender advocacy civil society organizations played a big role in lobbying to make sure that the process of making new land laws took into account the rights of all women. The previous law did not address the problem of gender in land matters. It left room for women to be discriminated. For example, it did not address some of the customary laws that refused to give inheritance of land to widows or women.

The process of making a new land law began in 1993 with the appointment of the "Presidential Commission of Inquiry into Land Matters". The Commission collected views on land issues and made recommendations to the Government.

Three years later, the Government came up with a public policy - the National Land Policy (1995) and a draft Bill for two land laws. The civil society organizations made sure that gender biased provisions in the Bills were removed in the early stages of preparing the Bills. They organized workshops, seminars and sensitized Members of Parliament, civil society organizations, representatives from the press, citizens and Ministers on their concerns. It had separate workshops for women Members of Parliament.

At the completion of the workshops, Members of Parliament were made aware of the bad effects that the Bill would have had on women. They were also better informed and put in a position to recommend changes during debates.

At the end, the land laws that were passed by Parliament took into account the interest and rights of women. The customary laws that discriminated women can not be used today. This was achieved because civil society organizations lobbied for the change in law - and they were successful!

The land laws that were passed by Parliament took into account the interest and rights of women.

Customary laws that were used to discriminate women in land ownership can no longer be applied

9. THE BUDGET MAKING PROCESS

Introduction

This section discusses the process of making the Government Budget and the role the Parliament plays in this process. Parliament approves the budget presented by the Central and Local Governments each year when presented for parliamentary debate and approval.

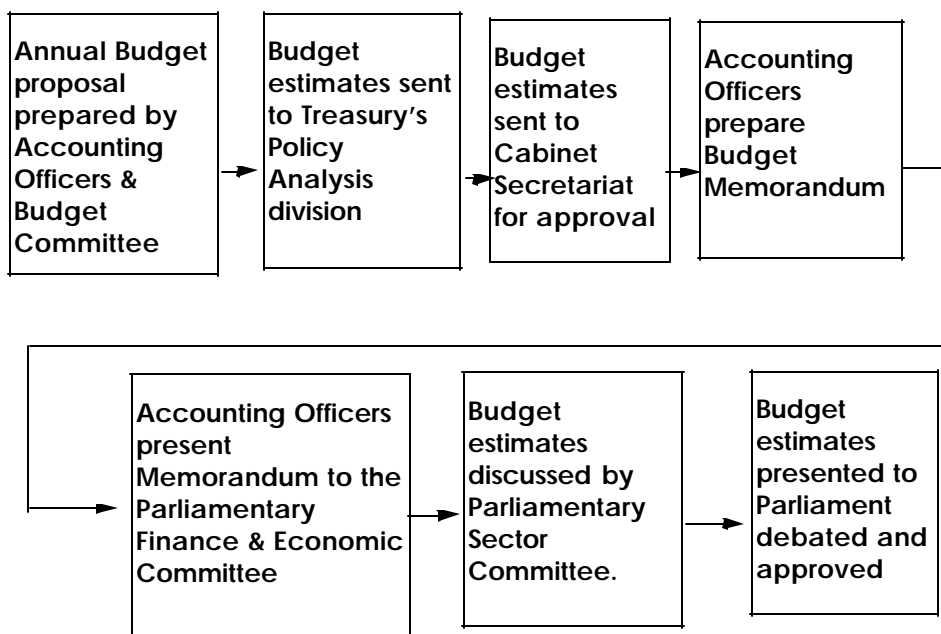
Government Budget sets out the estimates of money needed by all ministries, government agencies, local government authorities for the coming financial year



What is a Government Budget?

A budget is a financial plan. A Government Budget is, therefore, the Government's financial plan. It includes the yearly predictions of the money that the Government has made and which it has spent or likely to spend in the next year. The Government Budget sets out the estimates of money needed by all the ministries, independent departments, agencies and Local Government Authorities for the coming financial year. The Government Budget has three components, namely; revenue, recurrent and development estimates. The recurrent and development estimates make up the total amount of money used by the Government for the financial year that is being considered.

The budget making process



Budget Estimates of Revenue:

Estimates of a budget are the finances that the government expects to use for a period of time. The biggest part of this budget comes from collected revenue. It is used to improve public services, development activities and paying government salaries.

Budget Estimates of Expenditures:

Estimates for expenditures include revenues collected at regional levels and at the local government level. This money is used to service occurring expenditures such as electricity and water bills, salaries and day to day government expenditures.

Budget Estimates for Development Activities:

This budget is used for development activities and it includes the money earned for development activities. It is usually used by Ministries, government departments, government agents and local governments. An example of this kind of money is grants/credit from different donors.

Annual Budget Estimates:

At the end of every fiscal year, each government Ministry, department, agency, independent institution and local government submits budget estimates for the following fiscal year to the policy and planning office in the Ministry of Finance.

The Government fiscal year usually starts in July 1st and ends in June 30th the following year.

Government Fiscal Year:

The fiscal year is a period in which the government applies a fixed budget. This period starts from the 1st day of July every year and ends on the 30th of June, of the following year. That is why budget sessions are in mid-June every year.

Responsibilities of Departments

Every Ministry and department has an accounting officer whose responsibility is to prepare budgets by taking into account the following:

- Ensuring that there is sufficient explanation of estimates from departments. Each budget item has to target specific activities e.g. salaries, development activities and ordinary expenditures.
- Ensuring that procedures are adhered to and in accordance with the Government budget guidelines. This helps in ensuring that budget preparation process is in time for budget discussions in Parliament.
- Ensuring that the estimates are correct and exact.
- Ensuring that any new projections/estimates have sufficient explanations on exact amounts needed.

Budget Committees:

In every Ministry, department or agency there is a Budget committee. The accounting officers must ensure that the committees are working effectively and that they actively participate in preparing budget estimates

(a) Members of the Budget Committee

- Accounting officer - Chairperson
- Director of Policy and Planning or the Regional Economist - Secretary.
- Member from a service Department or Director of Personnel and Administration.
- Heads of key departments.

(b) Responsibility of Budget Committees

- Planning for the budget estimates and ensuring that it meets departmental requirements
- Preparing policy briefs for every sector
- Preparing programmes (for budget planning)
- Translating national budget guidelines
- Advising directors of departments on matters of proper budget estimates that meet the objectives of the department.
- Conducting budget reviews for past and current budgets.

National Budget Guidelines:

Normally, all budget estimates are prepared and submitted to the Parliament in accordance to the National Budget Guidelines. The Treasury is responsible for preparing and disseminating the guidelines for every fiscal year. Guidelines are distributed to Ministries, departments, agencies and local governments.

Local Government Authority:

Every local government authority is required to submit a planning and implementation budget report for every quarter of the year. The report is submitted to the secretariat in the region. The secretariat receives reports and hands them to the local government office in the President's office. The reports are compiled and submitted to the Ministry of Finance. One copy is sent to the Privatization and Planning department in the President's office.

The Treasury is responsible for scheduling the discussion of the budgets of various ministries, independent departments, agencies and local government authorities.

Submission of Government Budget Estimates

All reports containing budgetary estimates ought to be submitted to the speaker. In turn the speaker is supposed to submit those reports to the Parliamentary Committee on Finance and the Economy. The Committee is usually given two weeks to discuss the estimates.

The Finance Minister and the Minister responsible for Economic Planning would then appear before the committee to present the government annual budget estimates and a report on the status of the country's economy.

The Treasury issues National Budget Guidelines to guide Ministries, Departments, Regions and Local Government Authorities in budget preparations.

10.CIVIC ADVOCACY

What is Advocacy?

Advocacy simply means pleading or pressing for support for policy or behavioral change. It is an activity that may be implemented through a number of strategies aimed at bringing long-term development change. It is a highly participatory activity because it aims at bringing sustainable change that will affect different groups in communities and thus must be owned by almost all stakeholders in the society.

Advocacy organizations draw their strength from and are accountable to the people



There are many ways of conducting Advocacy campaigns.

Advocacy can also be referred to as a process of effecting change through different and strategic interventions. The following are the main characteristics of advocacy:

- Targets behavior change; participatory decision making processes; government policies, practices or regulations; may target legislation or government processes; or it may target management issues at the local and national levels.

- It may be applied through a number of activities such as lobbying, soliciting social support, information, education and communication, or any other activities aimed at effecting change.
- It involves working with all stakeholders either directly or indirectly with an aim of sustaining the proposed change and for purposes of mobilizing support, increasing impact and building consensus
- Advocacy addresses key issues and attempts to offer/recommend solutions.

There are a number of factors that must exist in order for advocacy to be effective. These factors are fundamental to the process and usually have a significant impact on the performance of advocacy activities (Adopted from SARA/AED Advocacy Training Guide).

Factors of Effective Advocacy:

Objectives: The objective in any advocacy activity must be realistic, achievable and measurable. This is one of the first factors that must be understood by stakeholders. It is unrealistic to attempt to tackle a huge problem with limited resources and within a specified time and that is why the objective of any advocacy activity must be in line with the planned timeframe and must as much as possible use minimum funds.

Data: In order to strategically intervene in effecting change, correct information is a key factor. The organization should have adequate information concerning the issue, including what has been done, what others are planning to do, to what extent the issue is a concern, and evidence of problems on the ground. This information is important in convincing stakeholders.

Audience: Advocacy activities must target a specific audience. If it aims at behavioral change, it must target the group that needs the change. If it aims at policy change, it must target the policy makers and all those people/groups that can influence policy making. If it aims at legislative changes, it must target people/groups that are part of the law making process etc. Targeting the wrong audience will not bring desired results.

Messages: The message (the targeted change) needs to be clear to the audience. The audience must understand the message in order to act on it. The message needs to be clear, precise, informative and correct. It must also be in a language that is suitable, interesting, convincing and specifically focused on that particular group.

Networking: Advocacy activities highly depend on support from different groups in the community in order to have significant impact. Groups addressing the same issues are best to start with, and then others can be convinced to join in.

Presentation: Presentation is at the heart of advocacy activities. Proper presentation (whether it is through written or spoken methods) will ensure that the message reaches the targeted audience, generates feedback, builds consensus and achieves the desired objectives.

Fundraising: Resources are a necessary element in any advocacy activity. These resources can be generated through various strategies including approaching donors, the government, communities, private sector, individuals etc. Funds are critical in ensuring that activities are implemented in a timely manner.

Monitoring and Evaluation: In order to measure the extent of achievements made, advocacy activities must be monitored and evaluated on an ongoing basis. Lessons learned, which can be gathered during evaluation/monitoring can be used to improve future intervention strategies. Evaluation will also tell you whether the strategies being used are working.

Effective Advocacy campaigns

Key Stages of Advocacy:

Since advocacy activities can be implemented through a planned process, it is important that it follows key stages.

- The **first** stage is to identify the issues/problem that you want to approach and narrow it down to a manageable intervention. There has to be extensive consultations in identifying problems/issues in order for the advocacy intervention to be accepted by various groups. At this stage, the organization may decide to re-evaluate its capacity in carrying out the advocacy activity and either seek assistance/coalition from other NGOs/CBOS or narrow down the problem to a manageable size.

- The **second** stage is finding a solution. This stage has to be consultative as well in order to ensure ownership and sustainability. Solutions have to be practical and contextual. They have to be accepted by the people to whom they will be applied.
- The **Third** stage is consensus has to be built (so that everyone is on the same wavelength in understanding the problem, the selected strategies/activities, the plan of implementation, etc). At this stage, networking, coalitions and support from other groups (alliances) is sought. Establishing consensus will assist in generating material, financial and any other support from stakeholders. That is why it is important to involve the media as much as possible.
- The **fourth** stage is advocacy itself. This involves taking the message down to the target groups. It also involves making of action plans that setting activities within expected results, planned budgets and making monitoring indicators. It is a stage where the issues/problems and solutions are presented through different activities.
- The **final**, but also an ongoing initiative is evaluating the intervention (from stage one to the fourth stage) in order to assess the lessons learnt, effectiveness of intervention, effectiveness of strategies and assuming whether the prescribed solutions worked etc.

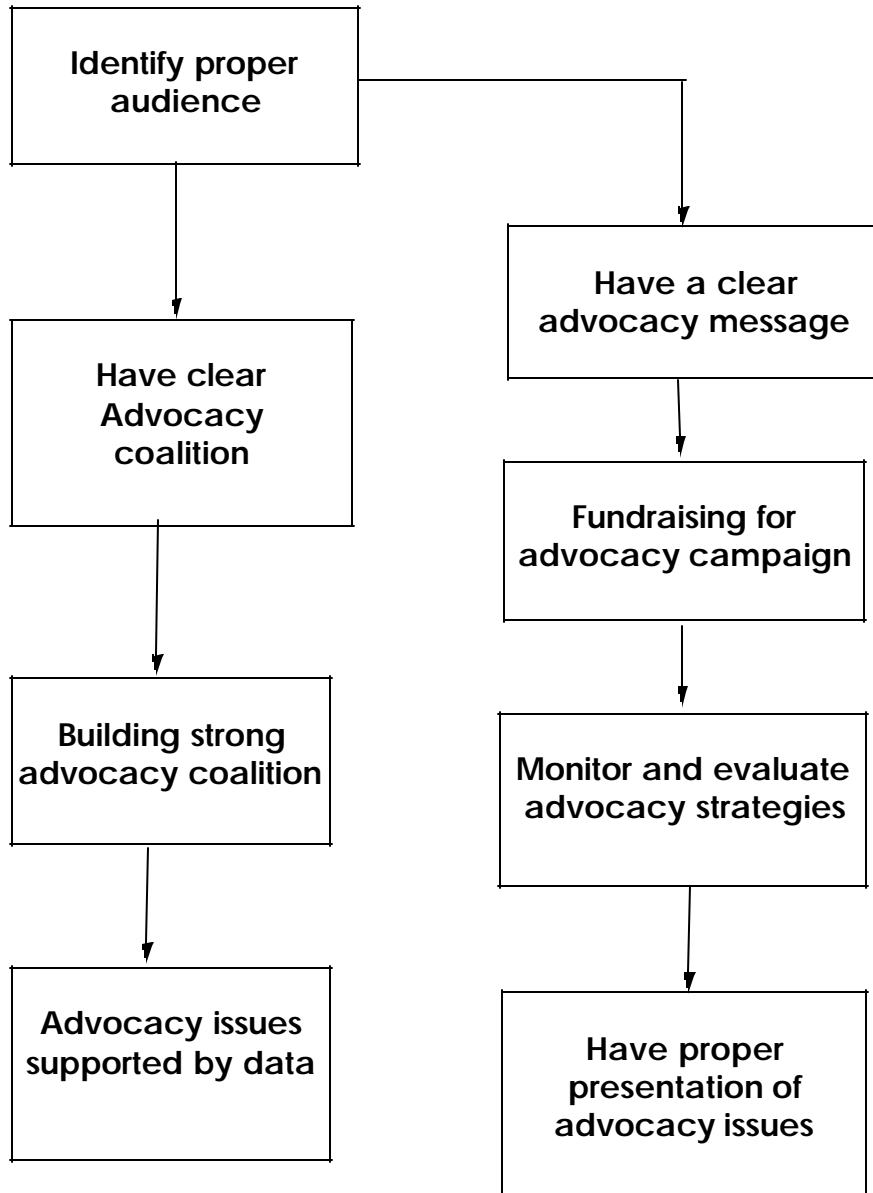
Advocacy NGOs/CBOs

Advocacy is an activity/process that requires dedication, commitment and consistency. It requires interveners that are transparent, honest and independent. Advocacy groups (NGOs/CBOs) must always make sure that they align themselves to neutral groups (non-partisan) so that their interventions are not confused with political campaigns. They must also have internal democratic and accountable structures of governance so that people will have faith in what they are doing.

Since advocacy involves commitment to effect change, there may be risks involved in the process. These include failure to effect the planned results, lack of sufficient resources, alienation from others, hatred from other opposing groups, etc. However, these risks can be mitigated if procedures are followed. That is why it is important to have correct data, so that you will not be criticized for cheating.

Networking is important because you will have the support of others, thus you will not be the only target of hatred/alienation. Generating resources is also important because this will enable an advocacy group to complete your activities.

Building Blocks for an Effective Advocacy Campaign.



Organizational factors/checklist for Advocacy NGOs/CBOs:

Well governed: This means that leaders and other actors in the organization must be credible people that are not tainted by corrupt behavior.

Generates consensus: Consensus ensures legitimacy of action. Consensus building is key in advocacy activities. Without consensus support will dwindle.

Ability to analyze issues: Staff need to have the skills and competence of analyzing problems/issues, presentation skills etc. Where these are lacking, the NGO/CBO should seek assistance from other NGOs/CBOs.

Funds to run activities: There must be an ongoing attempt to generate funds to keep the organization active.

Ability to document: Each step needs to be documented in order to facilitate evaluation and or monitoring. It is important that the organization maintains good record keeping skills and facilities.

Examples of Advocacy Interventions:

- Training, workshops, seminars, meetings and conferences
- Mass education or normal individual education, Information and Communication.

Stages of an Advocacy Campaign

Identify issues/problems to be advocated for	Finding solutions through a consultative process	Networking and building coalitions for achieving consensus	Conducting an advocacy campaign by presenting issues and proposed solutions to targeted group	Monitoring and evaluating the effectiveness of strategies, interventions and solutions of the advocacy strategies (on going)
1st Stage	2nd Stage	3rd Stage	4th Stage	5th Stage

11. COMMUNICATION WITH ELECTED OFFICIALS

Who is a Leader?

A leader is any person who leads others. In this Guide we are referring to political leaders and those in the Government. These leaders are usually elected or chosen from among members of a group. Sometimes they are appointed. In traditional societies, leaders are chiefs, clan leaders or elders.

An elected leader is someone who has been chosen by the people to represent their interests in the decision-making bodies. Elections are critical instruments for democracy and development in any country. Most of the leaders are obtained through elections. For elections to be meaningful, they have to be free and fair.

In Tanzania, the electoral system determines who can become President, Vice President, Member of Parliament (MP), Councilor, Village Chair and Chairperson of a neighborhood or street at the lowest level. All these various forms of elected leaders have to maintain close contact with the electorate (people who have voted to them). This means that the electoral system must ensure that those representing voters are quick to respond to the needs of the electorate.

Elected Leaders

In Tanzania, we have the following types of elected officials, from the national to the local level:

- The President
- The Vice President
- Members of Parliament
- Ward Councilor
- Village Chairman
- Hamlet/Neighborhood chairperson, and
- Ten Cell Leaders

The President, the Vice President and Members of the Parliament are elected on the same day of election through popular majority votes. Ward Councilors are elected just like MPs but at the ward level. They represent Wards in Council meetings at District/Municipal/City levels. Hamlet leaders are also elected during Local Government elections.

Leaders work on behalf of citizens in decision-making bodies, such as Parliament, City, Municipal or District Councils, Village Governments and in neighborhoods or streets.

Leaders work on behalf of citizens and are accountable to them

Elections are important in the appointment of Political and Government Leaders.

Procedures to Communicate with Elected Leaders

Communicating with leaders involves the process of reaching out to the leaders with the aim of raising/discussing an issue/a problem/ or sharing a solution. In a democratic country, it is important for everyone to have access to a leader and to communicate and exchange ideas with leaders who represent them in different levels of government. However, it is for the people to demand a forum where they can meet with the leaders. Alternatively, people can communicate to higher-level leaders through means of representative communication. This means that they communicate to the leaders nearest to them with anticipation that he/she will take the message to higher levels for broader discussions.

Means of Communicating

- Through village meetings, where people can raise issues and discuss problems with leaders at the local levels or Members of Parliament during their visits to the constituencies.
- Through representative groups. For example, women's groups can request the audience of the village/ward/district leadership with the intention of airing their views/problems/solutions to problems
- Through petitions. Communities can prepare a petition (a written demand requiring the Parliament to deliberate and make a decision on an issue that the community feels is of importance). The petition is then taken to Parliament and handed to the Speaker of National Assembly.
- Through letters. Communities/groups can prepare a letter to a member of parliament/local leader requesting a forum or raising a problem or issue.
- Through media. This involves the writing of articles, letters to the editor and stories on specific issues that need political and societal attention. It can also be done through radio/television.
- By making a peaceful demonstration/march demanding attention on an issue that is not given due attention.
- By approaching a local leader at his/her home/office and having a discussion on the issue.

(a) Member of Parliament (MP)

MPs are the elected leaders who are best placed to listen to people's interests at all times and forward them to Parliament to influence policy and law making processes. They are therefore an important link between citizens and the Central Government. They should be contacted when citizens need to present an issue to the Government.

MPs have offices in their constituencies. Also MPs are members of the local councils in their respective areas. One of the ways of getting an MP is when he is visiting the constituency or when he is in the Parliament session or when he is in the local council meetings. Representatives of citizens can go to Dodoma in person during the parliamentary sessions and make appointments to see their MP. Individuals may also do the same.

Another way of getting the attention of MPs is by writing letters and stating one's problems.

(b) Ward Councilors

Like MPs, Ward Councilors are elected to represent people's interests in the Local Council meetings. Councilors do not sit in the Council that make decisions or by-laws or propose policy. However, they may be used to influence the law and policy-making process because they operate at the district level and they understand very well the problems facing the people they live with.

Some local councilors are retired officers from the Government and most of them have some experience in policy and law making process. The best place to find them is by calling at their homes or at the office of the Ward Executive Officer. Councilors are not full-time paid personnel of the Local Council and as such they have no permanent office like the MPs.

(c) Village Chairperson and Village/Street/Neighborhood Chairperson

In principle, the chairperson of villages/streets and those of neighborhoods are elected from among the local people. These local leaders may be used to present interests of the people to the ward and district officials.

(d) Village/Street/Neighborhood Chairperson

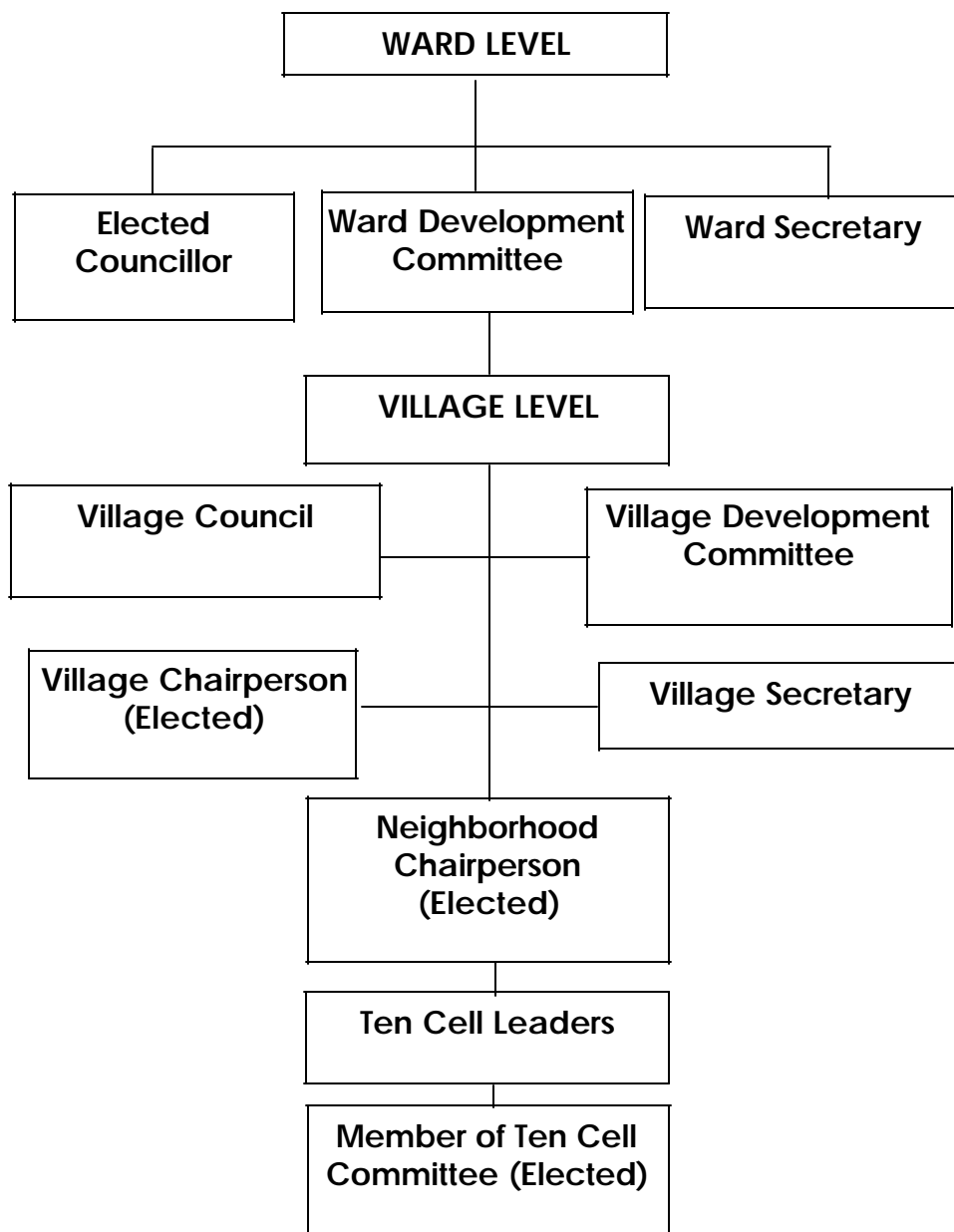
Village leaders are closest to the people and their actions can significantly affect the communities. With the current leadership, where powers are being decentralized to local levels, it is important that people participate in the decision-

making process effectively and engage local leaders to make decisions that reflect their needs.

Village leaders can be reached through set structures in the village, such as village meetings. They can also be approached individually or in groups with the aim of discussing an issue that needs to be brought to the attention of the village.

Where the village leader is not very accessible, letters can be used as a means of communicating to him/her. However, this needs regular and close follow up to ensure that the leader has understood the extent and nature of the problem.

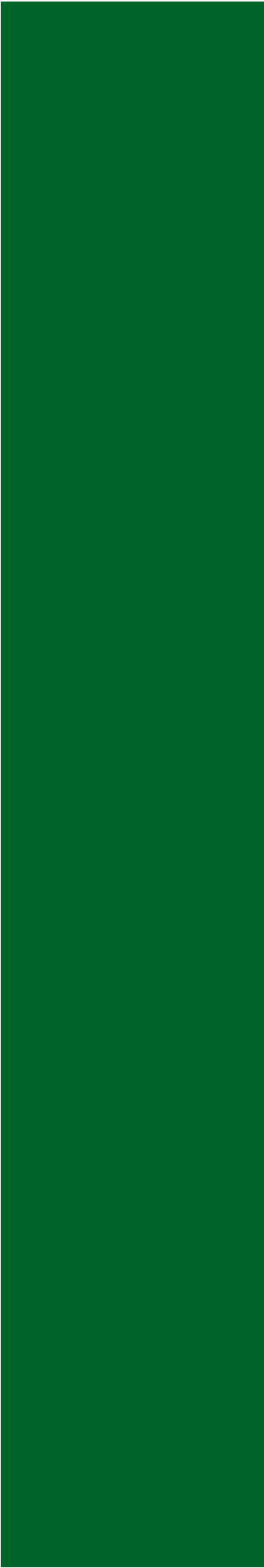
Organization Chart



GLOSSARY OF TERMS

1. **Accountable**- to be answerable to the public on matters that one is assigned to do.
2. **Action plan**- a plan that shows what is to be done within a given time and ways of doing it.
3. **Anti-corruption** strategies- actions/decisions that will be applied by individuals/institutions in order to reduce corruption.
4. **Behavioral patterns**- the way in which human behavior develops and changes. The pattern may be determined by social, economic, environmental and political factors.
6. **Cabinet**- A collection of government Ministers, the Prime Minister and the President.
7. **Civil service**- all government department other than the armed forces and the private sector.
8. **Civil Society Organization**- An institution that is not linked to the executive branch of the Government. It consists of the private sector, religious institutions, NGOs, CBOs, political parties, and any other institution that is not a Government department/ministry.
9. **Circular**- a notice or advertisement sent to large number of people, usually announcing an important government development, including a new law.
10. **Citizens**- people who have full rights as members of a country either by birth or by being granted such rights by immigration office.
11. **Coalition plan**- a plan made under unity of individuals or groups.
12. **Decree**- an order of the court that states the rights of all the people in dispute in a case.
13. **Democratic participation**- A process where decisions regarding the development of a country are made by the public through representations.

14. **District**- geographical area of a region that is treated as an administrative unit of the Government.
15. **District Court**- a court in a certain district with powers to decided cases within its own district.
16. **Executive branch** – One of the three branches of Government, the others being Judiciary and Legislature. This is the branch that deals with all matters affecting the central government and local government. This branch manages and makes plans and policies for the public.
17. **Government Gazette**- document containing official communication of government.
18. **Guiding principle**- the leading/controlling principle in a matter that guides the conduct of an institution/people/individuals.
19. **Networking** - a process where CBOs and NGOs as well as any other institution collaborate with another institution with similar interests in order to achieve set goals.
20. **Policy** - this is a document that outlines the government's development plans and strategies. The policy forms the basis of most laws and is usually used by the government as a guiding document.
21. **Principal legislation** - A law that is passed by Parliament and written in the law books.
22. **Reform** - this is a process involving a change in the way things are being done or decisions being made.
23. **Regions** - Areas of a country that are divided on the basis of geographic location in order to provide administrative facilities to the people of the area.
24. **Rights** - a claim by one person against another person/institution/government on the basis of a law.
25. **Statute** - a law that is written.
26. **Subsidiary legislation** - the law that is made by organs other than Parliament. For example, a by law or order of a minister.
27. **Transparency** - state of being clear and doing things in the open with honesty.

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28. **Unconstitutional law** - a law is against what is provided for in the Constitution. For example, a law that discriminates against women in society is unconstitutional because the Constitution provides that no one shall be discriminated on the basis of one's sex.
 29. **Validity** - state of being acceptable under the law or in accordance with established rules.
 30. **Ward development committee** - a body that deals with the development at the level of the Ward.
 31. **White paper** - report published by Government after taking views of citizens and before making a final decision on a matter.

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